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ABSTRACT

This report explores the efforts of the Colorado Department of Education in its Chapter 1 programs in 1994. Chapter 1 of the Elementary and Secondary Education Act is the largest federally funded program designed to provide services to elementary and secondary school students. Chapter 1 provides financial assistance to meet the special educational needs of educationally deprived students who reside in areas with high concentrations of children from low income families. Within a district, funds are provided on the basis of educational need rather than financial need. In fiscal year 1994, Colorado Chapter 1 programs were administered by 100 districts and 9 Boards of Cooperative Educational Services members totaling an additional 75 districts. Staff members totaling 1,758.53 full-time students served 45,918 students in Chapter 1. A state-administered institution for delinquent or neglected children provided services to an additional 411 students. Chapter 1 students are concentrated in the early grades. Chapter 1 dollars per child increased 7.3% in 1994. Most Chapter 1 students received instruction in reading, and greater percentages received mathematics instruction than in previous years. Achievement gains resulting from Chapter 1 services are reported by all districts using a normal curve equivalent scale. Other beneficial program effects are reported in areas such as improved parent participation and reduced retention in grade. (contains 7 tables and 12 figures.) (SLD)

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THE CHAPTER 1 CHALLENGE:

COLORADO'S CONTRIBUTION 1994

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THE CHAPTER 1 CHALLENGE:
COLORADO'S CONTRIBUTION 1994

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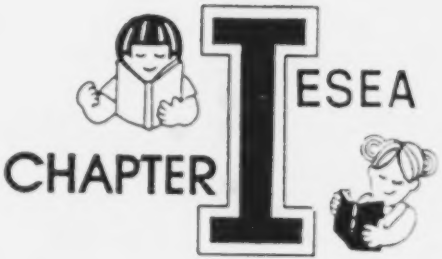
WHAT IS CHAPTER 1?

Chapter 1 of the Elementary and Secondary Education Act (ESEA) is the largest federally-funded program designed to provide services to elementary and secondary students. The legislation authorizes services above and beyond those provided by a regular school program. Initially enacted as Title I of the Elementary and Secondary Education Act of 1965, Chapter 1 provides "...financial assistance to state and local educational agencies to meet the special educational needs of educationally deprived children..." who reside in areas with high concentrations of children from low income families. Chapter 1 funds are allocated to districts on the basis of a formula that includes the number of children from low income families residing in that area. Within a district, however, services are provided to students on the basis of educational need rather than family income.



All Chapter 1 programs must meet the following federal requirements:

Needs assessment

All Chapter 1 programs must conduct a needs assessment each year and provide services to students who are identified as having the greatest educational needs.

Supplementary services

Chapter 1 services are intended to be supplementary to the regular educational program and may not take the place of services provided by the district or state.

Concentration of services

The law requires that Chapter 1 programs be of sufficient size, scope and quality to "give reasonable promise of substantial progress toward meeting the special educational needs of the children being served" within the scope of available resources.

Instructional services

Chapter 1 is primarily an instructional program but a limited amount of essential support services may be provided with available Chapter 1 funds.

Parental involvement

Programs must be designed and implemented in consultation with parents.

Evaluation

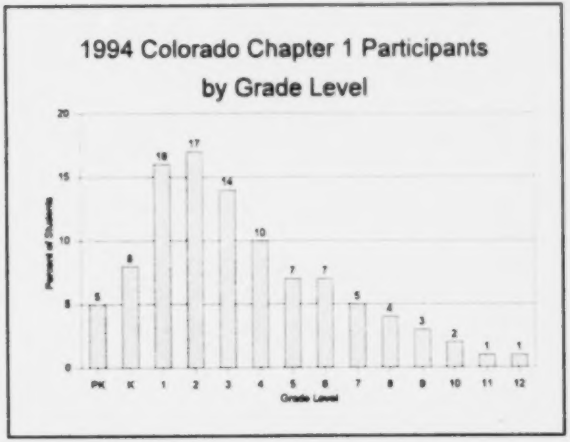
All Chapter 1 programs must be evaluated and the results must be used for program improvement. Results of local evaluations are summarized and reported at the state and national levels.

WHO IN COLORADO PROVIDES CHAPTER 1 SERVICES?

In FY 1994, Colorado Chapter 1 programs were administered by 100 districts and nine Boards of Cooperative Educational Services (BOCES), representing an additional 75 districts. Staff members totalling 1,758.53 full-time equivalents (FTEs) served a total of 45,918 students in Chapter 1. A state-administered institution for neglected or delinquent children also provided services to 411 students. Administrative and technical assistance services were supplied by the Colorado Department of Education, and additional evaluation assistance was furnished by the Technical Assistance Centers of RMC Research Corporation. The Centers are located in Denver and are funded by the federal government to provide assistance in evaluation and program improvement to state and local Chapter 1 programs.

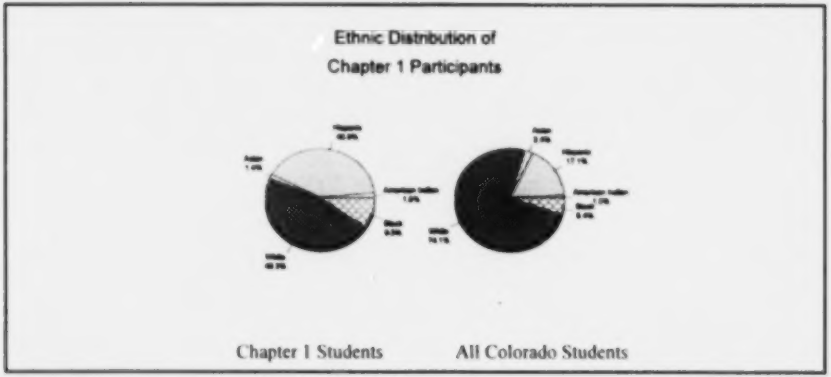
WHO DOES CHAPTER 1 SERVE?

There were 45,918 students in Colorado who received Chapter 1 services in FY 1994. The number of participants in Chapter 1 programs increased by 13.6 percent from FY 1993.



Colorado Chapter 1 participants continued to be concentrated in the early elementary grades, with the next highest concentration in grades 4–6. The number of participants in prekindergarten and kindergarten has increased from 3,300 in 1987 to 6,107 in 1994, an 85 percent increase.

Colorado Chapter 1 services were targeted to students with substantial educational needs. The average pretest Normal Curve Equivalents (NCEs) in basic reading, language arts and math were 26.7, 31.1, and 27.4 respectively. The corresponding average pretest percentiles were 13, 18 and 14. In advanced reading, language arts and math average pretest NCEs were 26.6, 31.6 and 30.1; corresponding percentiles were 13, 19 and 17.



Fifty-four (53.7) percent of Chapter 1 participants belong to an ethnic minority. During FY 1994, 74.1 percent of all Colorado public school students were white. Students from ethnic groups represented a larger share of Chapter 1 participants than they did in the general student population. The percentages of American Indian, Black and Hispanic were nearly twice what is found in the general student population.

When examined by gender, 54.7 percent of the Chapter 1 participants were male and 45.3 percent were female. State percentages were 51.4 and 48.6, respectively.

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Chapter 1 Participants in the Division of Youth Services

Age	Number of Delinquent
10-13	2
14-16	112
17-20	296
Over 20	1
Total	411

Division of Youth Services

Chapter 1 services were also provided to students in a state institution for the neglected or delinquent. There, Chapter 1 services focused primarily on students in the 17- to 20-year-old age range.

Nonpublic School Students

Colorado nonpublic school students also participated in the Chapter 1 program. These 534 students accounted for only 1.2 percent of all Chapter 1 participants. In comparison, 6.7 percent of all Colorado students attended private schools during the 1993-94 school year.

WHAT ARE OTHER ASPECTS OF CHAPTER 1?

Funding

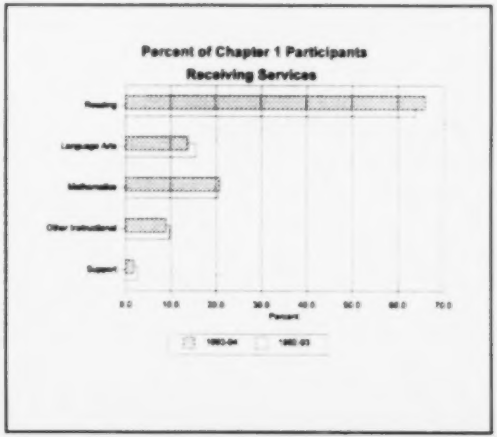
Fiscal Year (FY) 1994 Chapter 1 funding was $59,574,058, a 21.9 percent increase in Chapter 1 funds from FY 1993. This amount represents funds for use in Local Education Agencies (LEAs) only.

Average spending per student was $1,297. Chapter 1 dollars per child increased 7.3 percent from the previous year.

Services

The majority of 1993-94 Chapter 1 participants received instruction in reading. However, compared to last year, greater percentages of students received instruction in reading and math, and lesser percentages of students received language arts and other instruction.

Guidance, social work, transportation and health/nutrition were areas in which support services were provided. Relatively few participants, only 1.8 percent of all Chapter 1 students, received such non-instructional support.



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Staff

Number of Chapter 1 Staff by Category

Category	Number in FTE
Teachers	1,042.32
Aides	600.67
Administrators	32.95
Other	82.59
Total	1,758.53

There were 1,758.53 full-time equivalent staff members (FTEs) funded by Chapter 1 in Colorado in FY 1994. More people served in each category than in FY 1993. This 17.6 percent increase in staff accompanied a 13.6 percent increase in Chapter 1 student participation. The "other" category represents curriculum specialists, support staff and clerical staff.

Parent Involvement

Chapter 1 parents were involved in a variety of activities around the educational program and services for their children in 1994. A total of 38,396 parents participated in general Chapter 1 project planning, implementation and/or evaluation. A large number of parents, 48,308, attended parent-teacher conferences to discuss achievement, concerns and progress of their children. In addition, 54,078 parents were reported as having attended Chapter 1 workshops, conferences or meetings during the 1993-94 school year. Parent involvement increased an average of 39 percent in these three categories over the previous year.

Program Improvement

School and LEA Program Improvement

	Schools	LEAs
Total in State	1,369	176
Total in Chapter 1	580	109*
Not Meeting Goals		
Number	182	63
Percentage	31.3%	36.0%
Identified for Program Improvement		
Number	128	78**
Percentage	22.1%	44.6%

* Each BOCES is counted as an LEA. However, the nine BOCES represent 75 districts.
**Includes individual districts within BOCES.

The 1988 reauthorization of Chapter 1 emphasized accountability and program effectiveness. Additional funds were made available to those schools identified for program improvement. Projects which did not make at least two NCEs gain as measured by norm-referenced tests or their stated Normal Curve Equivalent (NCE) achievement goal in basic or advanced skills were initially identified. There were exceptions by which schools could be excused from the program improvement process, such as serving less than 10 students in a project or having an extremely mobile population. Twenty-two (22.1) percent of all Chapter 1 schools in Colorado and 44.6 percent of all Chapter 1 LEAs were identified in 1994 to conduct program improvement activities in at least one subject area.

HOW IS ACHIEVEMENT MEASURED?

Achievement gains resulting from Chapter 1 services are reported by all Colorado Chapter 1 districts each year using a Normal Curve Equivalent (NCE) scale, in which scores range from 1 to 99. NCE scores allow results of different tests to be combined on a common scale. Without the benefit of supplementary services such as provided by Chapter 1, a student is expected to have zero NCE growth during the year or to stay at the same percentile rank. Any increase in percentile rank or any NCE growth greater than zero is assumed to be the result of the extra services provided and represents more than a year's gain in achievement.

The following summary of Colorado Chapter 1 achievement gains is based on students who were tested on an annual cycle. An annual testing schedule may consist of fall pretest and posttest dates or a spring pretest followed by a spring posttest the following year.

Chapter 1 programs are required by legislation to report both basic and advanced skills. Testing of advanced skills was added to determine student progress in higher order thinking skills. Advanced skills subtests have been defined as Reading Comprehension in reading and Problem Solving or Applications in mathematics. If a language arts subtest is used to test basic skills, advanced skills reporting is not required.

Achievement is also measured by means other than standardized tests. Chapter 1 student success in the regular school program is measured by the number of Chapter 1 students who are promoted to the next grade level the following school year and grades received in similar subject area classes.

WHAT WERE THE RESULTS?

1994 Achievement Results: Average NCE Gains

	Annual Testing Cycle			
	Basic Skills		Advanced Skills	
Subject	N	NCE	N	NCE
Reading	12,144	5.4	12,019	5.7
Language Arts	2,369	4.7	1,278	5.0
Math	4,539	7.1	4,384	5.9

N = Number of students tested in each testing cycle.
NCE = Average weighted NCE gain.

Chapter 1 reading, language arts and math programs across Colorado were effective in improving the achievement level of participants. Average NCE gains across all grades were positive in all subjects. Colorado Chapter 1 students increased their basic reading, language arts and math scores from the 13th to the 20th, 18th to 25th and 14th to the 23rd percentiles, and their advanced scores from the 13th to 20th, 19th to 26th and 17th to 25th percentiles, respectively.

More detailed results are presented in the following tables in which achievement gains are reported by skill level and grade.

Required by federal legislation, the annual testing cycle represents gains obtained during the full program year. Annual testing cycles have a student transiency factor which must be considered when interpreting Chapter 1 gain scores. In many districts, student mobility in and out of the district is high. Within these districts, only a portion of the students who took the pretest were still around to take the posttest one year later. Thus, gain scores from these districts represent only a fraction of the pretested Chapter 1 participants. During the 1993-94 program, annual cycle test results were not reported for 45 percent of the Chapter 1 students in membership due to student mobility.

Test scores for small student samples should be interpreted with caution. Aggregate scores for small groups are likely to be affected by the extreme scores of one or two students.

Other indicators of Chapter 1 student success in the regular classroom are a low percentage of retentions and grades. Only 1.5 percent, or 711, 1993-94 Chapter 1 students were retained in the 1994-95 school year. Grades in similar subject area classes were encouraging. In reading or language arts 78.6 percent of students graded within the A-F system had C's or higher and 67.3 percent had satisfactory grades within the SNU (Satisfactory-Needs Improvement-Unsatisfactory) scale. In mathematics, 75.2 percent had C's or higher and 67.8 percent received satisfactory marks.

Colorado 1994 Chapter 1 Achievement Gains
Basic Skills by Grade

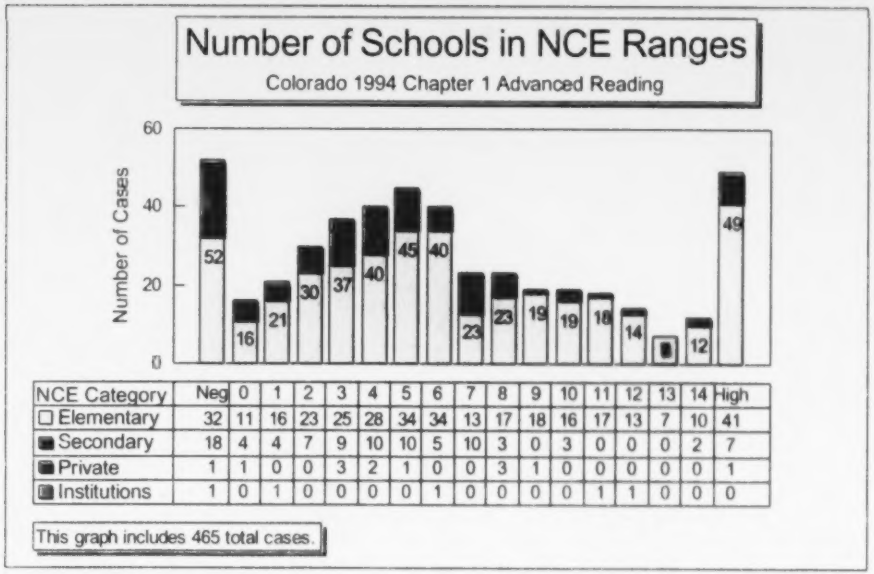
Grade	Reading		Language Arts		Mathematics	
	N	NCE	N	NCE	N	NCE
2	2,992	6.41	509	7.13	572	9.85
3	2,544	7.46	508	5.62	959	9.04
4	1,787	3.94	433	3.38	801	7.48
5	1,294	4.45	285	3.51	747	6.40
6	1,370	3.47	204	5.71	596	4.37
7	1,098	5.02	171	3.30	352	5.10
8	653	2.73	110	0.23	275	5.26
9	207	3.61	66	2.33	166	5.82
10	116	8.94	60	0.97	41	7.03
11	58	6.21	16	0.17	23	10.16
12	25	2.36	7	12.43	7	-1.49
	12,144	**5.37**	**2,369**	**4.65**	**4,539**	**7.14**

N = Number of students tested at each grade level.
NCE = Average weighted NCE gain.

Colorado 1994 Chapter 1 Achievement Gains
Advanced Skills by Grade

Grade	Reading		Language Arts		Mathematics	
	N	NCE	N	NCE	N	NCE
2	2,939	6.68	240	8.64	524	7.67
3	2,536	8.55	249	6.98	944	7.79
4	1,780	4.46	236	4.66	721	6.61
5	1,285	4.61	189	1.89	735	5.65
6	1,349	3.15	135	6.19	594	2.86
7	1,086	4.52	74	3.91	355	3.34
8	638	2.25	57	-3.86	279	3.86
9	207	4.20	42	4.41	163	6.01
10	116	9.51	50	0.63	39	5.64
11	58	4.62	5	-6.54	23	10.31
12	25	2.36	1	10.60	7	6.23
	12,019	**5.66**	**1,278**	**4.98**	**4,384**	**5.87**

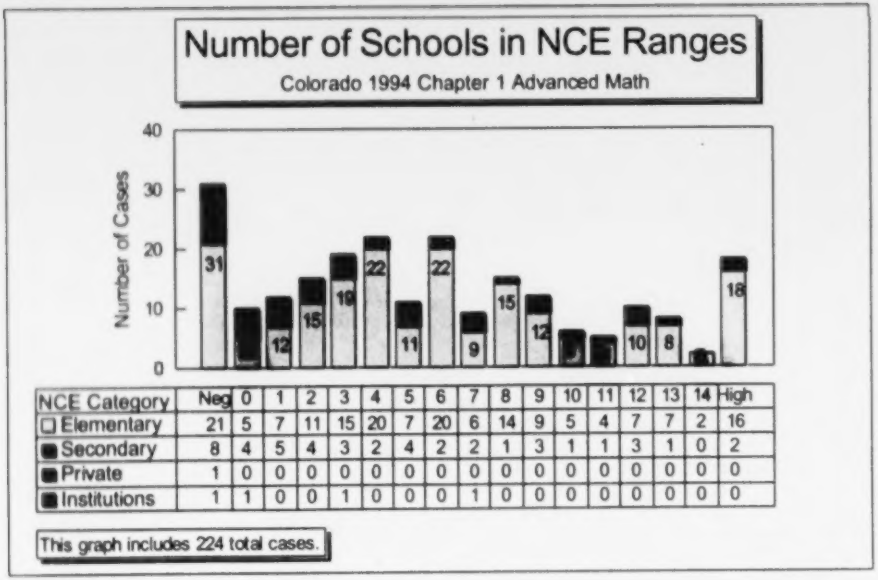
N = Number of students tested at each grade level.
NCE = Average weighted NCE gain.



NCE Category	Neg	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	High
Elementary	32	11	16	23	25	28	34	34	13	17	18	16	17	13	7	10	41
Secondary	18	4	4	7	9	10	10	5	10	3	0	3	0	0	0	2	7
Private	1	1	0	0	3	2	1	0	0	3	1	0	0	0	0	0	1
Institutions	1	0	1	0	0	0	0	1	0	0	0	0	1	1	0	0	0

This graph includes 465 total cases.

The majority of Colorado Chapter 1 schools with reading programs scored well above the state minimum of 2.0 NCEs in advanced skills. Eighty-three percent of elementary schools and 72 percent of secondary schools had average NCE gains of 2.0 or above. Basic skill percentages were lower (81 percent) for the elementary level and higher (77 percent) for secondary schools.



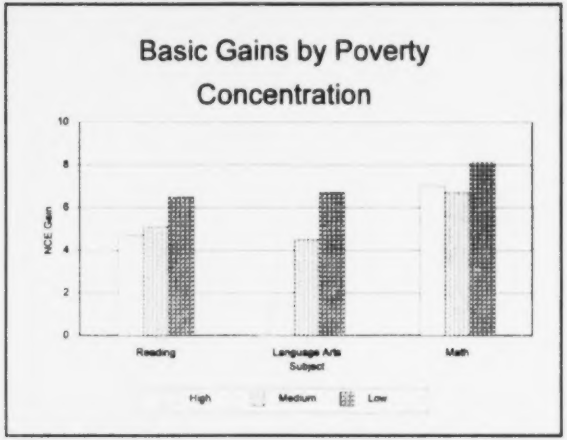
NCE Category	Neg	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	High
Elementary	21	5	7	11	15	20	7	20	6	14	9	5	4	7	7	2	16
Secondary	8	4	5	4	3	2	4	2	2	1	3	1	1	3	1	0	2
Private	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Institutions	1	1	0	0	1	0	0	0	1	0	0	0	0	0	0	0	0

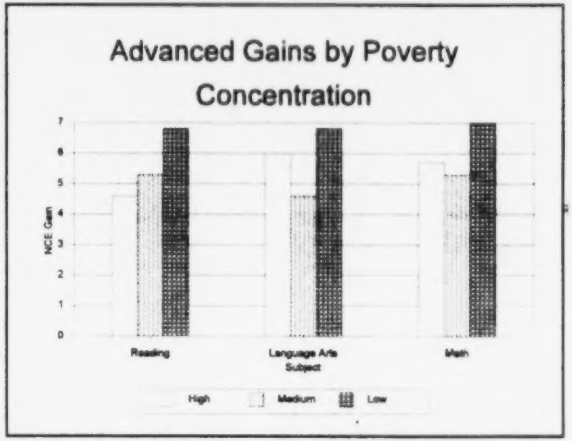
Most NCE scores in advanced mathematics were above the Colorado Chapter 1 state minimum as well. Eighty-one percent of elementary schools and 63 percent of secondary schools scored 2.0 NCEs or above. The percentage for elementary schools was lower (80 percent) for basic skills and for secondary schools, higher (72 percent).

WHERE WERE THE RESULTS GREATEST?

Poverty Level

Chapter 1 schools with high and medium concentrations of poverty have lower average NCE gains in both basic and advanced skills than those with low poverty. The level of poverty was determined by the percentage of students on free lunch within a school: High, 67-100 percent; Medium, 34-66 percent; and Low, 0-33 percent.





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Project Setting

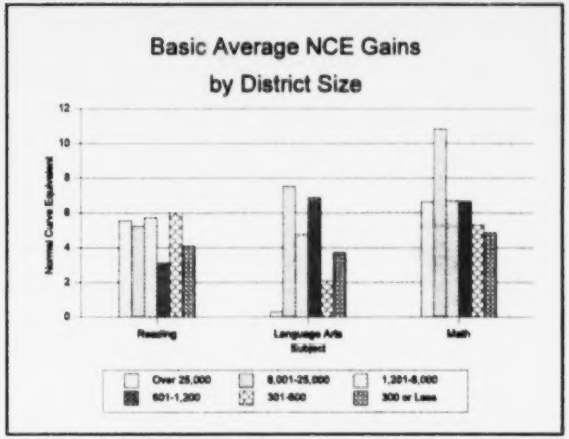
The most popular educational setting for Chapter 1 instruction is pullout in which teachers conduct Chapter 1 lessons in a designated room other than the regular classroom. In reading 60 percent of tested students were in, and 56 percent of LEAs conducted, pullout programs. In language arts the percentages were 44 and 46 respectively and in math they were 36 and 56. There was no clear relationship between project setting and NCE gains.

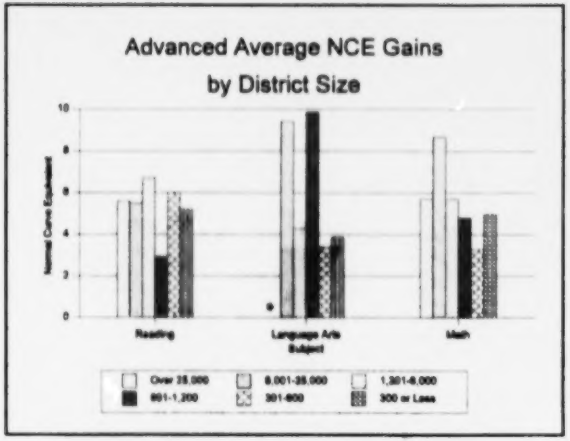
LEAs by Project Setting

	Reading		Language Arts		Mathematics	
	Number	Percentage	Number	Percentage	Number	Percentage
In-Class	14	11%	6	15%	10	13%
Pullout	72	56%	18	46%	45	56%
Computer Lab	7	6%	1	3%	3	4%
Elective	5	4%	5	13%	1	1%
In-Class & Pullout	21	16%	5	13%	13	16%
In-Class & Computer Lab	1	1%	0	0%	1	1%
Pullout & Computer Lab	5	4%	3	8%	5	6%
Other	3	2%	1	3%	2	3%

District Size

Test scores varied across district size categories. Districts with enrollments between 301 and 600 showed the highest average NCE gains in reading basic skills and those with enrollments between 1,201 and 6,000 had the highest advanced skill gains. In language arts, districts with 6,001-25,000 students and districts with 601-1,200 students demonstrated the highest average NCE gains in basic and advanced skills, respectively. The highest gains in math were obtained by districts with enrollments between 6,001 and 25,000.





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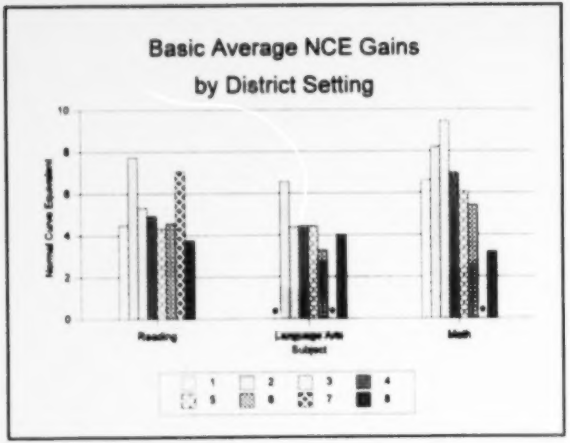
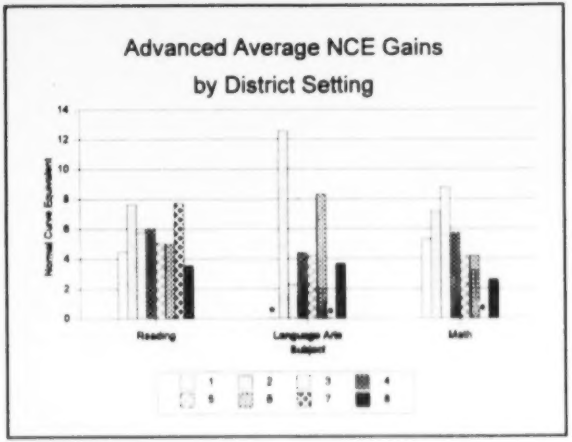
District Setting

Recreational districts scored the highest average advanced skills NCE gains in reading and Denver metro districts scored highest in basic skills. Denver metro districts also had the highest average basic and advanced skills scores in language arts. Urban-Suburban districts posted the highest scores in basic and advanced math.





Setting Categories

1 = Core City	2 = Denver Metro	3 = Urban-Suburban	4 = Outlying City
5 = Outlying Town	6 = Rural	7 = Recreational	8 = Small Attendance

* Districts in these settings don't have any projects in the designated subject area.

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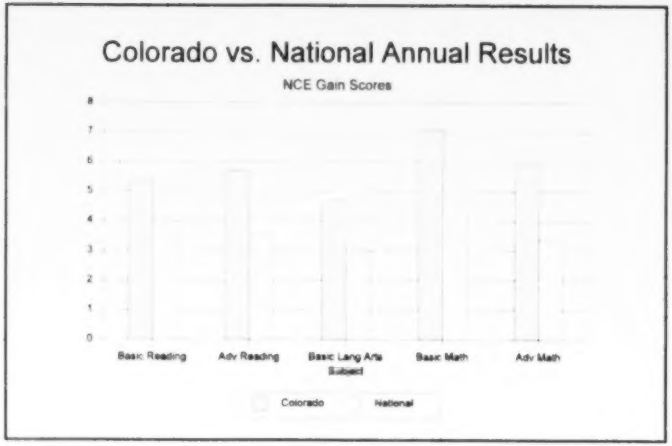
HOW DO COLORADO AND NATIONAL RESULTS COMPARE?



The most recent available national aggregated Chapter 1 achievement results are from the 1992-1993 school year. Although there is a discrepancy in years, Colorado consistently has higher average NCE gain scores in reading, language arts and math in both basic and advanced skills than results for Chapter 1 students as a nation.

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WHAT ARE SOME SUCCESSFUL PROJECTS?

Glenwood Springs Elementary School, Glenwood Springs, Colorado

The Glenwood Springs Elementary School's Title I program uses an integrative teaching approach with thematic units that are aligned with the state content standards in reading/language arts, math, geography, history and science. These subjects are woven into a unit that emphasizes reading, comprehension and math.

The school's teaching staff believes in high standards and expectations for all students and in strong links between schools, parents and other programs. The Title I staff believes that through a unit such as "space," students will understand and appreciate what they read; critically analyze and evaluate what they read; synthesize and integrate across information sources; read strategically, for many purposes, and widely; use reading as a tool for learning; and participate as active and critical members of a community of learners. The Title I staff believes that through this program students will have greater appreciation and better understanding of the importance of reading in every aspect of life.

A variety of strategies are used in the Title I classroom to encourage risk taking and to foster independent learners. Meaningful learning experiences and a variety of materials are used to provide for individual interests, attitudes and background knowledge.

The enthusiasm the students exhibit in the Title I classroom and their desire to share their learning experience with their non-Title I friends makes this program extremely popular with all students in Glenwood Springs Elementary School.

Parents are encouraged to learn along with their children and to work with them at home using games provided by Title I and to read with their children regularly. Family literacy is recommended and promoted as one of the school's goals.

For further information contact: Laurie Strong, (970) 928-9390.

Huerfano School District Re-1 - Walsenburg and Gardner

The district's Title I schoolwide program has been a driving force in the district's educational success. The difference is the result of the excellent planning that has taken place in the implementation of this program. Examples of successful strategies:

1. Including all instructional staff, paraprofessionals and parents in the development of the activities that will make up the program.

2. The participation of parents and staff in the Parent Involvement Conference; PALS (People Actively Listening to Students) training at the Gardner Elementary School; parent participation in curriculum and assessment committees regarding the standards.

3. A strong emphasis in keeping parents informed of what is happening in school and offering them opportunities to have better understanding of what is expected of their children and of their responsibilities as partners in the educational process.

3. A strong emphasis in keeping parents informed of what is happening in school and offering them opportunities to have better understanding of what is expected of their children and of their responsibilities as partners in the educational process.

4. The PALS program includes parents, grandparents and community people who volunteer one hour a week to listen to children read. These volunteers receive a half-day training in techniques and strategies in working with children.

The district supports the transition of preschool children to kindergarten in many ways. Child Find services for parents of young children are offered in the Gardner community. The Huerfano County Early Childhood Learning Cluster is comprised of staff and parents from Head Start, the Colorado and Title I preschools, the primary grade levels in the two elementary schools and various support agencies such as Social Services, Public Health, and the South Central BOCES.

The Title I teachers communicate on a daily basis with all classroom teachers. They serve as a resource in many ways which include: team teaching with the regular classroom teacher; modeling effective teaching practices; side-by-side training in assessment strategies and enrichment instruction with small groups of children at risk.

The schoolwide program also includes strategies in family literacy through their Even Start program, technology training and parent partnerships.

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